

Valley Forge National Historical Park

Business Plan

2001



Overview of Business Plan

The National Park Service Business Plan Initiative represents a unique partnership between the National Park Service (NPS), the National Parks Conservation Association (NPCA), and a consortium of philanthropic organizations. The Initiative's purpose is to increase the financial management capabilities in park units, thus enabling the National Park Service to more clearly communicate its financial status with Congress and other primary stakeholders. Formally begun in Yellowstone National Park in 1997, the program has been implemented in 40 national parks across the country, including 13 parks participating in the summer of 2001. The business plan answers questions such as: What is the business of the park unit, How is the park spending its current resources, and What, if any, is the park's funding gap? This plan analyzes the functional responsibilities, operational standards, financial picture, and funding needs of Valley Forge National Historical Park.



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Executive Summary

Valley Forge National Historical Park is located in southeastern Pennsylvania and was established in 1976 to preserve, protect, and maintain the cultural and natural resources that are associated with the encampment of General George Washington's Continental Army from December 1777 to June 1778. The park receives over 7.2 million visitors annually, of which, over 5.8 million are commuters using the state roads through the park, and the rest are recreational visitors for various park purposes. The urban setting in which the park is located poses unique and complex challenges for the park while trying to achieve its mission.

In the summer of 2001, the park participated in the National Parks Business Plan Initiative (BPI), a joint effort between the National Park Service and the National Parks Conservation Association to enable parks to more clearly communicate their financial status to principal stakeholders. The highlights of the analysis are outlined below:

Historical Financial Analysis:

- Although the park's Congressionally appropriated base budget has increased 137% in nominal terms from 1980 to 2000, real growth, after adjusting for inflation, has been only 14%.
- Personnel costs have increased 32% (in real growth) from 1991 to 2000 due to mandated changes in salary and benefits, while the base budget increased only 13% (in real growth) over the same ten years.
- Park funding over time has allowed for the gradual deterioration of park resources by not covering specialized project needs.

Visitation: Non-recreational (commuter traffic) visitation continues to rise, which puts a strain on the park's natural and cultural resources because of traffic factors such as exhaust and congestion.

FY2000 Financial Situation: (Park operations are organized into five functional areas)

Functional Area	FY2000 Expenditures	% of Total	FTE need	Add'l Funds needed	Functional Priorities
Resource Protection	\$1,114,734	19%	10.5	\$523,579	Cultural Resource Management: Historical Architecture & Cultural Landscape, Historical Buildings Maintenance Natural Resource Management: Inventory and Monitoring
Visitor Experience and Enjoyment	\$2,303,053	38%	15.0	\$828,093	Interpretation: Interpretation and Nature Center Operations Visitor Safety Services: Law Enforcement Patrol and Loss Protection
Facility Operations	\$929,872	15%	7.5	\$355,870	Trails Operations Buildings Operations: Housing and Non-historic buildings
Maintenance	\$512,035	9%	3.4	\$166,858	Buildings Maintenance: Housing Maintenance
Management and Administration	\$1,144,466	19%	4.0	\$384,433	External Affairs Communications: Information Technology General Administration: Contracting Specialist
Total	\$6,004,160	100%	40.4	\$2,258,833	

Investment Needs: One-time investments are needed to bring the park's preservation of its cultural and natural resources up to par with identified operational standards. The top ten investments total over \$18 million, led by the need to preserve encampment buildings.

Superintendent's Forward

After 25 years of stewardship by the National Park Service, Valley Forge National Historical Park is well-used and well-loved by millions. Valley Forge may be the one place people from all over the world associate with the American Revolution. Local and international visitors alike come to learn about, and be inspired by, the events that took place here.



Valley Forge is one of 385 units of the U.S. National Park System. While small compared to large wilderness parks, it is one of the larger parks whose principal purpose is historic preservation and interpretation. The park's budget and staffing is in the top tier of national parks. Nonetheless, it is a park facing many daunting challenges, including:

- Omnipresent sights, sounds, and impacts of the 21st century intruding on attempts to preserve and interpret the 18th;
- Increasing use, especially by commuters driving through and those seeking a place for exercise and recreation;
- Increasing costs and a flat budget;
- Increasing reliance on volunteers to provide basic visitor services;
- A deteriorating infrastructure; and
- Non-native plant infestations, pollution, and other threats to the park's natural resources.

The park needs your help to craft and achieve a new vision -- to remake this place into a national attraction and economic powerhouse that the local community can be proud of. We're starting a master planning process in which the community (local, regional, and national) will identify what it wants this park to be, consistent with its proud place in the national park system, and how we can achieve that vision together. The centerpiece will be the Congressionally-authorized public-private partnership to establish a world-class museum of the American Revolution, here at Valley Forge.

This business plan is an unabashed, behind-the-scenes look into the workings of your park today, and will be essential in determining its future direction and needs. We've been honored to work with consultants from some of the nation's finest business and public policy schools, and have gained from the close partnership with the National Parks Conservation Association, which made this possible.

We welcome your comments, and participation, as we plan the park's future together.

/s/ Arthur L. Stewart

Park Overview

Established as the first Pennsylvania state park in 1893, Valley Forge State Park was identified as having national significance and offered by the state for inclusion in the National Park System. The establishment of Valley Forge National Historical Park was authorized through an act of Congress, Public Law 94-337, on July 4, 1976. The objective for creating the park was “to preserve and commemorate for the people of the United States the area associated with the heroic suffering, hardship, and determination and resolve of General George Washington’s Continental Army during the winter of 1777-78 at Valley Forge.”

Few places evoke the spirit of patriotism and independence, represent individual and collective sacrifice, or demonstrate the resolve, tenacity and determination of the people of the United States to be free, as does Valley Forge National Historical Park. The Valley Forge story has been a source of inspiration for Americans and the world for over 200 years. No battles were fought here, no bayonet charges or artillery bombardments took place, but from December 1777 to June 1778 approximately 2,000 soldiers died at hospitals in the



Reenactments of the June 19, 1778 march-out of the Continental Army occur on an annual basis at Valley Forge.

Mission Statement

Through the preservation of Valley Forge National Historical Park, the National Park Service preserves, protects, and maintains the natural and cultural resources that are associated with and commemorate the encampment of the Continental Army in 1777/1778 and educates the American people about one of the most defining events in our nation’s history where the sacrifice, tenacity, resolve and determination of General George Washington and the Continental Army continues to serve as an inspiration for this and future generations.

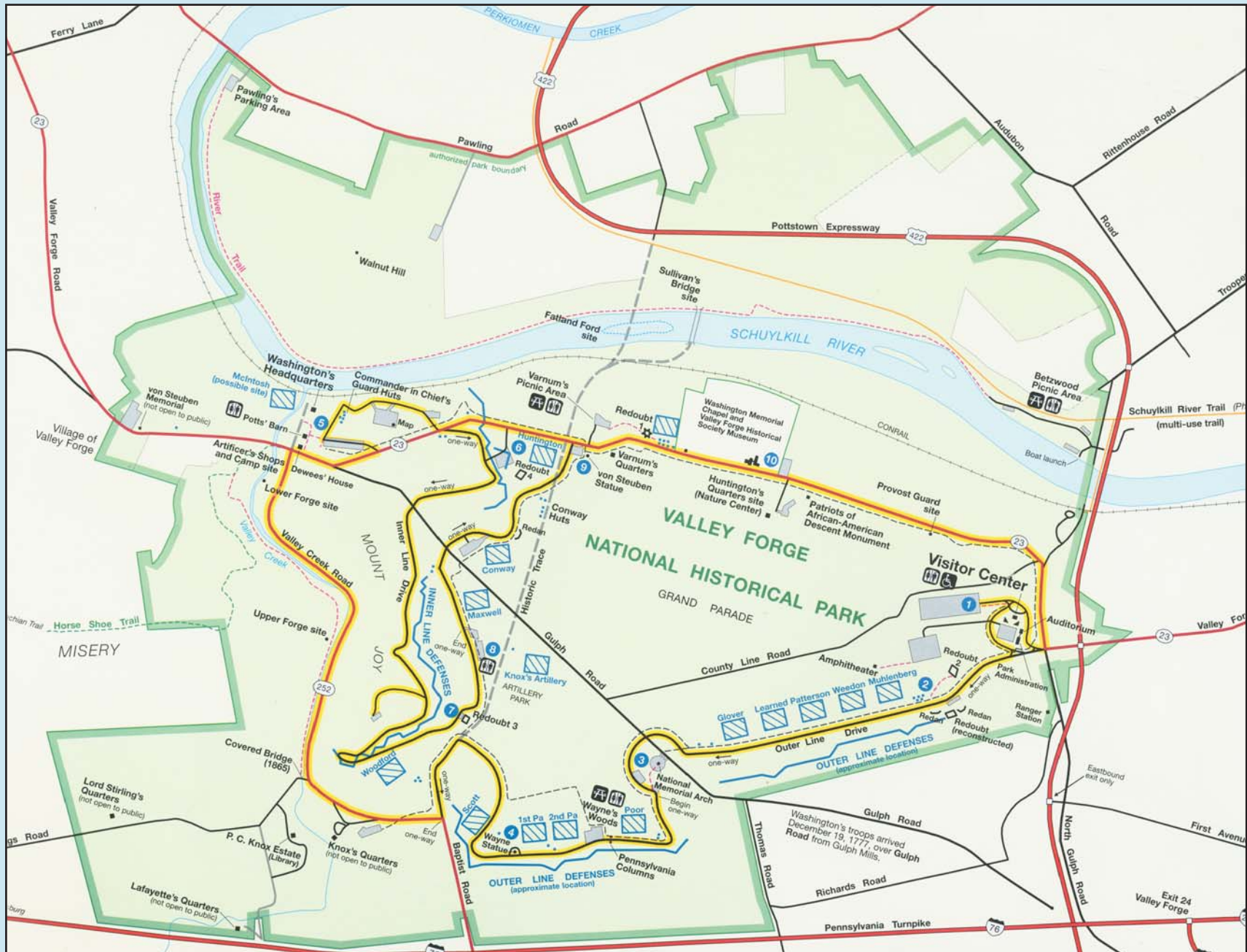
surrounding area. Here, in spite of want and suffering, the Continental Army under General George Washington’s leadership survived, and emerged as a cohesive, more disciplined fighting force. Valley Forge is the story of an army’s epic struggle to survive against terrible odds, against hunger, disease, and the unrelenting forces of nature.

Now spanning over 3,400 acres, Valley Forge NHP preserves the cultural and natural resources associated with this encampment, and it makes this valuable part of America’s heritage available to over 1.35 million* visitors each year for their experience, enjoyment, understanding, and appreciation.

** Visitation number does not include the over 5.8 million non-recreational visitors using the park’s roads as a commuter thoroughfare.*

Map of Valley Forge National Historical Park

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Park Inventory

GEOGRAPHY (as of Dec. 2000)	
Acreage within authorized park boundaries	3,466
Acreage within park boundaries not owned by the public	461
Acreage infested with non-native species	Approx. 3,000
Acreage contaminated with asbestos (potentially contaminated)	95.7 (388.1)
Picnic areas	3
Roadways	41 miles
Waterways	5 miles
Hiking trails and walks	21 miles
Unauthorized trails	16 miles
Counties/townships	2/5
VISITATION (Jan-Dec. 2000)	
Annual recreational visitors	1,350,000
Annual non-recreational visits (commuters)	5,880,000
Population within 25 miles	Approx. 5,000,000
PERSONNEL (Jan-Dec 2000)	
Full-time employees	81.5 FTE*
Part-time employees	4.7 FTE
Volunteer hours (FTE)	20,363 (9.8 FTE)
RESOURCES (as of Dec. 2000)	
Historical structures (in poor condition)	196 (78)
Visitor center	1
Audiovisual auditorium	1
Boat launch	1
Railroad stations-not active	2
Railroad tracks-active	2
Objects in museum collections (on display)	134,481 (1,300)
Library collection (books/periodicals)	6,100 / 2,200
Archeological sites	622
Nature center	1
MISC (Jan-Dec, 2000)	
Deer/car Collisions	79
ARPA** Violations (loss)	5 (\$80,000)

* FTE (full time equivalent) is equal to one person working 2080 hrs per year.

** See pg. 22 for explanation of ARPA (Archaeological Resource Protection Act)

The North Side

Most people think of the area south of the Schuylkill River when they think of Valley Forge. The park, however, includes approximately 640 acres within the Congressionally authorized boundary north of the river. While the primary encampment was south of the river, the commissary was located in the north. The Army completed Sullivan's Bridge across the river in February 1778, and used it and a nearby ford to move supplies and men between the banks. When the Army broke camp in June 1778, most of the troops spent the last week of the encampment north of the river on lands now within the park.

There are approximately 250 acres of private lands still within the park north of the river, having not been acquired despite Congressional intent due to a lack of funding. This patchwork of lands makes the area difficult to manage and interpret. Nonetheless, historic resources, wetlands and other natural resources, and recreational opportunities (primarily hiking, biking, and boating) abound for those looking for a slightly "wilder" experience at Valley Forge.

The lack of public knowledge about the north side, coupled with the high percentage of non-public land, make it vulnerable to development. One 72-acre parcel of private land inside the boundary is proposed for subdivision and single-family housing development. That parcel and an adjacent tract of 145 acres in public ownership have also been proposed for conversion to use as a national cemetery.

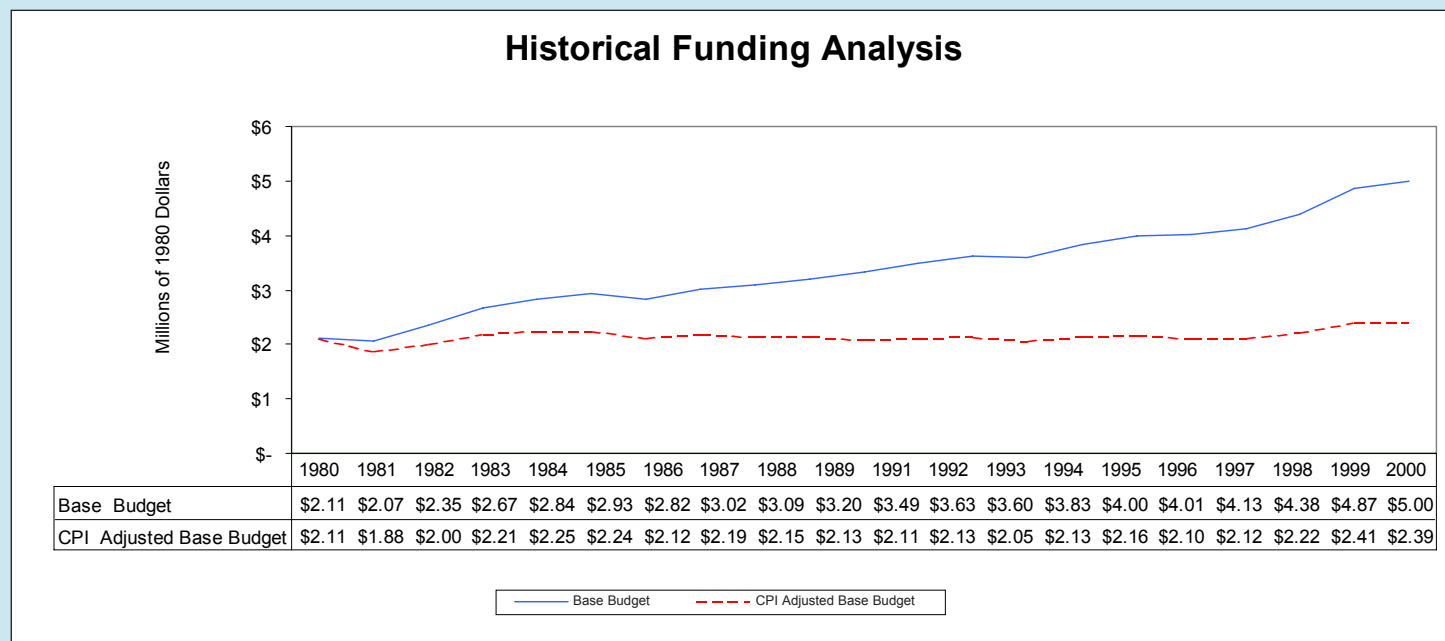
North Side's historical story includes the Walnut Hill barn, which is in grave need of repair.



Both of these proposals are inconsistent with the park's mission.

Historical Funding Analysis

The graph below depicts the 20 year historical trend of funding shortfalls between Valley Forge National Historical Park's base budget as appropriated by Congress and the real dollar amount after adjusting for inflation*. Although the total park base** budget for Valley Forge NHP has grown 137% in nominal dollars from 1980 to 2000, in real dollar terms, the park has only seen a 14% increase in the base budget during this 20 year period.



*Inflation adjustments were calculated using the Consumer Price Index, a universally accepted means for adjusting nominal dollar values to real dollar values.

**The park receives an annual allocation from Congress called ONPS (Operations National Park Service). The recurring one-year portion of this is referred to as the base budget.

Historical Funding Trends

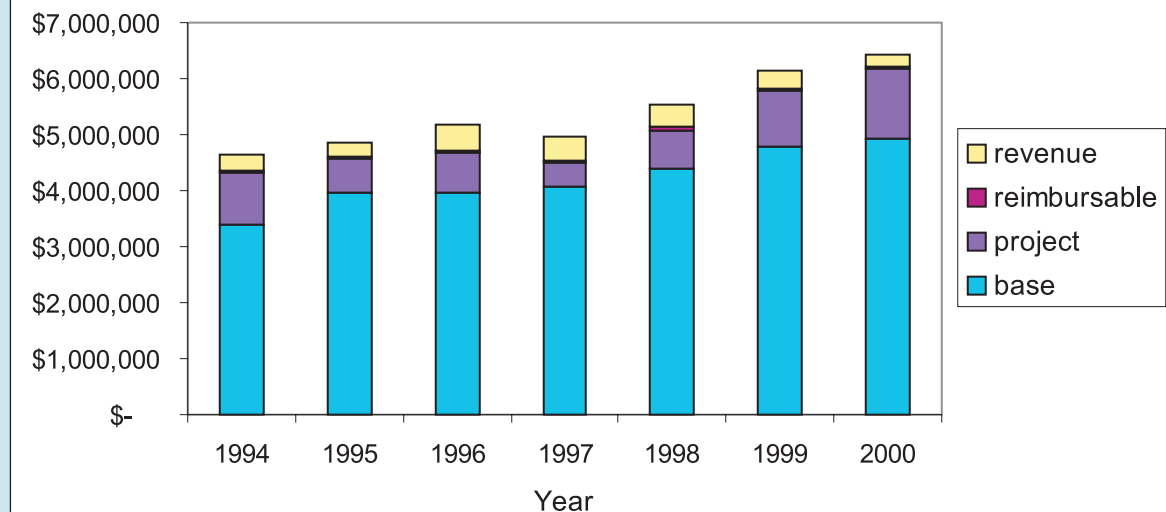
The many fund sources used in the National Park Service can be grouped into four main categories: annual Congressional appropriations that fund base operating budgets with dependable recurring dollars (base); annual Congressional appropriations that fund non-recurring projects; revenues from visitor fees, donations, etc.; and fund accounts for reimbursable services rendered. At Valley Forge NHP, Congressionally appropriated funds (including base and project) have made up approximately 93% of total park funds from 1994-2000.

In the graph below, Congressional appropriations comprise a similar annual percentage of the total park budget from 1994 to 2000. However, beginning in 1997, project money begins to make up a larger percentage of total park expenditures, increasing up to 19% in FY 2000. An example of increased need for funding of specialized projects is shown by the discovery of buried asbestos in the park in 1997. That year, Valley Forge began receiving project funding to restore this site. This project is only one example of the millions of dollars needed for specialized projects (see Investments p. 28). Therefore, in order for Valley Forge NHP to address all of its needs, it must continue to change its current funding trend from a base budget comprising the largest percentage of funds to a more diversified portfolio of funds.

Donations

Partners of Valley Forge have generously assisted the park in accomplishing its mission. In addition to providing volunteers, who support park staff in all program areas and special events, key park partners have contributed monies, supplies, and materials. Over the past five years, the Friends of Valley Forge and the Valley Forge Park Interpretive Association have contributed approximately \$345,000 through a combination of in-kind and dollar donations.

Funding for Valley Forge NHP by Fund Source



Personnel Cost Analysis 1991-2000

While the park's annual budget increased 13% (see table) in real dollar terms from 1991-2000, it was not enough to cover the total increased personnel costs. The result was a 15% net budget deficit for the base budget. As a consequence, either other funding sources were required to fund this shortage, or necessary work was not performed.

	Nominal Dollars	Real Dollars (1991 inflation-adjusted)
1991 Budget:	\$3,487,000	\$3,487,000
2000 Budget:	\$5,001,000	\$3,955,495
Dollar Increase	\$1,514,000	\$468,495
Percentage Increase	43%	13%

In 1991, Valley Forge National Historical Park employed a total of 80.5 full-time equivalents (FTE). By 2000, the personnel total increased only 3.5 units to 84.0 FTE. However, the total increase in salary and benefit costs grew substantially over this period. While average salary and benefit costs per employee were \$30,304 in 1991, by 2000 they had increased to \$50,423 or \$39,881* after adjusting for inflation. In real dollar terms, this indicates a 32% increase in average cost of salary and benefits. Some of the most significant causes for this increase include factors beyond the park's control:

- Retirement Plan Conversion – All federal government employees hired prior to 1984 are a part of the Civil Service Retirement System which contributes approximately 15 to 20% of a employee's salary toward retirement. Employees hired after 1984 are enrolled in the Federal Employees Retirement System where the contribution became 25 to 50%. There was no base funding increase to cover this conversion.
- Law Enforcement Retirement – The timeframe of required service for law enforcement rangers to receive full retirement benefits changed from 30 to 20 years. Additionally, the government's contribution to the retirement program increased.
- Professionalization – From 1994 to 1999, the NPS established professional career ladders in a number of fields, including park ranger, resource management, and administration. While the parity of pay for equivalent work in different parks increased, so did salaries for many Valley Forge employees.
- OPM Mandate – In 1994, the Office of Personnel Management's mandate changed temporary employment rules regarding seasonal versus career seasonal status, changing many of the park seasonal interpretive positions into term or full-time positions.

Employment Data (FTEs)		
	FY 1991	FY 2000
Permanent	69.4	80.5
Non-permanent (other)	11.1	3.5
Total	80.5	84.0
Avg. Cost of Employee (incl benefits)	\$ 30,304	\$ 50,423

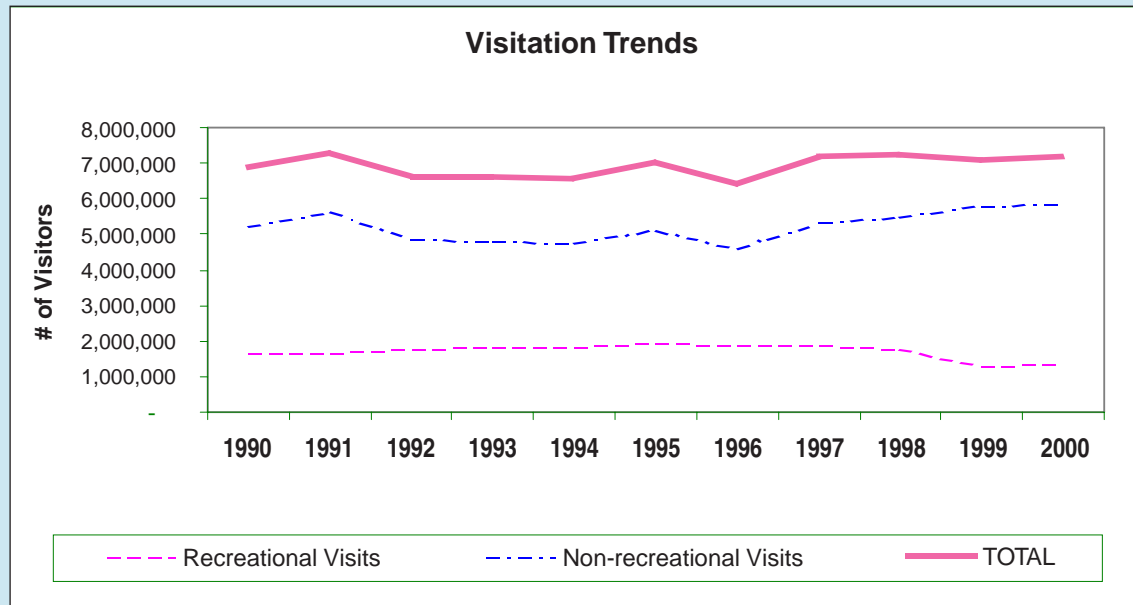
The increase in total personnel costs over this ten-year period was attributed primarily to the 32% increase in the average cost of salaries and benefits, which can be attributed to the above externally-imposed mandates, not the minor increase in staff size. An increase in base budget is needed to maintain an appropriate balance between personnel costs and other park needs.

*A Consumer Price Index value of .791 was used to convert year 2000 dollars into 1991 dollars.

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Visitation Trends

Visitation counts are recorded as either recreational visitors (those who visit the park for history, nature, or other recreational and physical fitness purposes) or non-recreational visitors (commuter and other traffic passing through the park). The increase in non-recreational traffic is because of the heavy usage of the state roads within park boundaries. The high level of park use will continue to present challenges both in terms of cultural and natural resource preservation, and visitor use and safety in the park.



Recreational visits are calculated by multiplying the number of people that enter the Visitor Center times seven. This number was determined through a 1991 visitor survey conducted by the Denver Service Center (NPS). A new survey is planned in 2002. To determine the number of non-recreational visitors, traffic counters have been placed in six locations around the park.

The drop in the number of recreational visitors in 1998 occurred at the same time that the fee collection program for Washington's Headquarters was changed. Visitors were allowed to bypass the Visitor Center (where visitor counts are conducted) and pay the fee directly at Washington's Headquarters.



At the intersection of Rts. 23 & 252, daily congestion is a fact of life during the morning and evening commutes.

An Urban Park

Daily traffic is heavily congested, which increases pollutants in the air, and damages the park's natural and cultural resources. Additionally, recreational visitors traveling at a more leisurely pace experience many safety problems. Park law enforcement rangers must not only enforce speeding laws and monitor traffic, but must also deal with accidents and emergencies. The park investigates approximately 100 motor vehicle accidents per year.

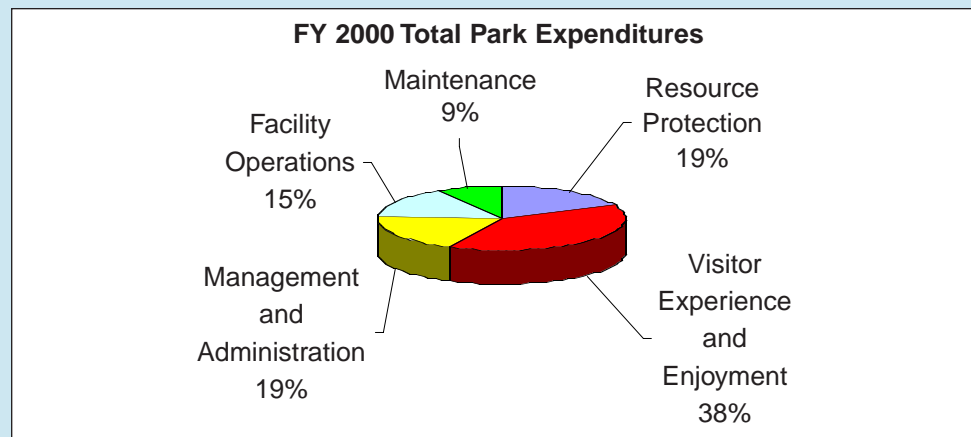
Overview of Functional Areas

All park activities and operations have been organized into five functional areas:

- Resource Protection
- Visitor Experience and Enjoyment
- Facility Operations
- Maintenance
- Management and Administration

Each of these functional areas is described in detail on the following pages. Overall, it is clear that the majority of the park budget (38%) is used for the Visitor Experience and Enjoyment functional area. The remainder of the budget is allocated somewhat evenly among three of the areas, with Maintenance comprising the smallest percentage of total park expenditures.

Each functional area has identified resource needs (see table below). Cumulatively, the park required an additional 40.4 FTEs in FY2000 to optimally run all the programs in the park; these shortfalls are explained in the subsequent pages. This indicates a 48% increase over the total number of FTEs available in FY 2000. To address this overall shortfall, \$2.26 million in additional funding was required. The management of Valley Forge NHP has prioritized these needs, and the top priorities are described in the Functional Priorities section on page 27.



Functional Area	Available in 2000		Total Required		Shortfall	
	FTE	Total Funds (personnel + non-labor)	FTE	Total Funds (personnel + non-labor)	FTE	Total Funds (personnel + non-labor)
Resource Protection	16.1	\$ 1,114,734	26.6	\$ 1,638,313	10.5	\$ 523,579
Visitor Experience and Enjoyment	27.8	\$ 2,303,053	42.8	\$ 3,131,146	42.8	\$ 828,093
Facility Operations	14.0	\$ 819,475	21.5	\$ 1,285,741	7.5	\$ 355,870
Maintenance	7.2	\$ 512,035	10.6	\$ 678,893	3.4	\$ 166,858
Management and Administration	18.9	\$ 1,144,466	22.9	\$ 1,528,899	4.0	\$ 384,433
Totals	84.0	\$ 6,004,160	124.3	\$ 8,262,992	40.4	\$ 2,258,833

The park received 20,363 volunteer hours in the year 2000, which is equivalent to 9.8 FTE. Volunteers assisted with all park activities, from interpretation to janitorial operations. These hours were excluded from this business plan analysis.



As the most historically significant building in the park, Washington's Headquarters is well-maintained and staffed 7 days a week.

Resource Protection

Valley Forge National Historical Park preserves the resources associated with the encampment of General George Washington and the Continental Army from December 1777 to June 1778. The landscape, buildings, and monuments protected in the park allow visitors to reflect on how it must have been for the soldiers living and working during that historically pivotal winter and spring.

The major cultural and natural resources of Valley Forge National Historical Park include over 3,400 acres of the ground where George Washington and his soldiers spent six months. There remain 13 encampment-era buildings including Washington's Headquarters, original and restored earthworks, a variety of monuments and markers, the largest collection of American Revolution-era military objects in the public domain, and various wetlands, grasslands, woodlands, and wildlife, including over 200

species of birds and several state-listed rare plants.

These valuable resources are threatened daily by urban factors. The park sits at a major transportation hub, and is utilized as a daily commuter route by over 5,000,000 people per year. Additionally, as the largest open space in the area, the park has experienced a phenomenal growth of demand for physical fitness activity, but the supply of park space and number of approved trails have remained constant. Therefore, unauthorized trails have appeared to relieve this supply shortage. These unauthorized trails have negatively impacted the historic scene and natural resources because of recurring damage to the landscape. The unrelenting development of the area surrounding Valley Forge gives no sign of lessening the stress on park resources.

A more subtle resource protection issue is the proliferation of plants that do not naturally occur in the park. Nearly the entire park is infested with invasive non-native plant species (see p. 23 for a further discussion).



Stirling's quarters is an example of one of the encampment period structures in great need. In 2000, the use of Stirling's was terminated due to termite and water damage. The termite situation has been stabilized in 2001, but the building's future is uncertain.



With over 100 vehicle accidents a year, the park resources incur substantial damage. For example, oil trucks have rolled over on park land 4 times in 12 years at the same location on state Rt. 23, a road not owned by NPS.

Resource Protection (continued)

In FY 2000, Valley Forge spent \$1,114,734 in the area of Resource Protection. The pie chart below illustrates the percentage of this expenditure allocated to each of the four programs that make up the total Resource Protection functional area: Natural Resources Management, Information Integration and Analysis (better known as Geographic Information Systems, or GIS), Cultural Resources Management, and Resource Protection Management and Administration.

Available in 2000		Total Required		Shortfall	
FTE	Total Funds	FTE	Total Funds	FTE	Total Funds
16.1	\$ 1,114,734	26.7	\$ 1,638,313	10.5	\$ 523,579

Functional Needs-Cultural Resource Management

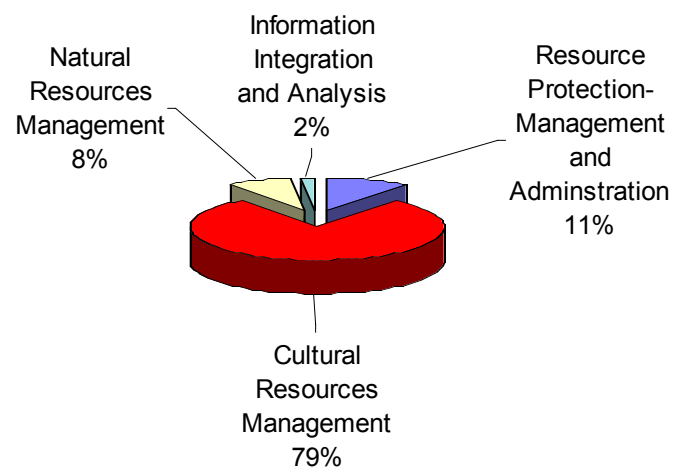
Cultural Resource Management, comprising 79% of FY 2000 expenditures in Resource Protection, includes the following sub-programs: curatorial operations, library operations, the Center for Cultural Resources (archaeology), historical architecture and cultural landscape management, historical landscape mowing, and operations and maintenance of cultural historic buildings. Although this allocation percentage is seemingly high, there continues to be a need in the Cultural Resources Management program to effectively maintain and operate all of the park's valuable cultural resources. An additional 8.15 FTE are needed for the following reasons:

- Years of inadequate upkeep of historical buildings, which date back to before the encampment of 1777-78, have created a great need for major restorations and rehabilitations.
- The library is open "by appointment only," as opposed to the standard of 5 days a week.
- The Center for Cultural Resources needs additional resources to enhance the archaeological investigations currently being performed in the park.

Functional Needs-Natural Resource Management

Comprising less than 10% of FY 2000 expenditures, this program includes the natural resource protection and compliance and the natural resource inventory and monitoring sub-programs. This program is in need of an additional 2.2 FTE to more effectively combat the invasive plant species, and monitor the wildlife, vegetation, and environmental quality of the park.

FY 2000 Resource Protection Expenditures



Visitor Experience and Enjoyment

The Visitor Experience and Enjoyment functional area is faced with many unique challenges to maintain safety in the park, as well as to fulfill the needs of visitors seeking to understand the park's significance. Thus, the Visitor Experience and Enjoyment area consists of two major sub-divisions: Visitor Safety Services and Interpretation.

Visitor Safety Services: The law enforcement workload created by the urban setting in which the park is located requires a year-round, 24-hour a day operation for visitor safety and protection of natural and cultural resources. Law enforcement rangers provide four different functions: patrol, criminal investigation, visitor emergency services, and fire management. As one of the top 10 national parks in number of law enforcement incidents, Valley Forge park rangers have a full workload. In 2000, there were 170 visitor assists;

one structural fire; and many criminal investigations, including 27 disorderly conduct cases and 29 drug cases.

The high traffic volume within the park also poses a potential threat to recreational visitor safety. In 2000 alone, the law enforcement rangers at Valley Forge investigated 106 vehicle accidents, nine of which were hit and run, and 79 vehicle/deer collisions.

Interpretation: Valley Forge has a place in every American's memory as a place of paramount importance during the American Revolution, although most people are somewhat uncertain about the specifics. Therefore, interpretive programs, educational activities, the Visitor Center, and various house museums assist visitors in reaching a higher level of understanding of the significance of Valley Forge. In addition, park natural resources are interpreted in the park Nature Center.



Reenactments are performed at least four times a year to commemorate significant events in the park's history.



Interpretive programs like this one at Muhlenberg's Brigade, give visitors a feeling of what life was like for soldiers in the 18th century.

Visitor Experience and Enjoyment

Not surprisingly, two thirds of the Visitor Experience and Enjoyment functional area's approximately \$2.3 million was expended in the program of Visitor Safety Services. In addition to the 24/7/365 law enforcement operation, this program includes the hazardous and regulated waste management sub-program. Since the discovery of buried asbestos in the park, large amounts of project money have been dedicated to mitigating its effects on the park and its visitors, and recovering the site. At a distant second, the Interpretation program makes up 20% of total expenditures, followed by the other programs, Visitor Use Services, Visitor Experience and Enjoyment Management and Administration, Fee Collection, Education, and Visitor Center Operations.

Functional Needs-Visitor Safety Services

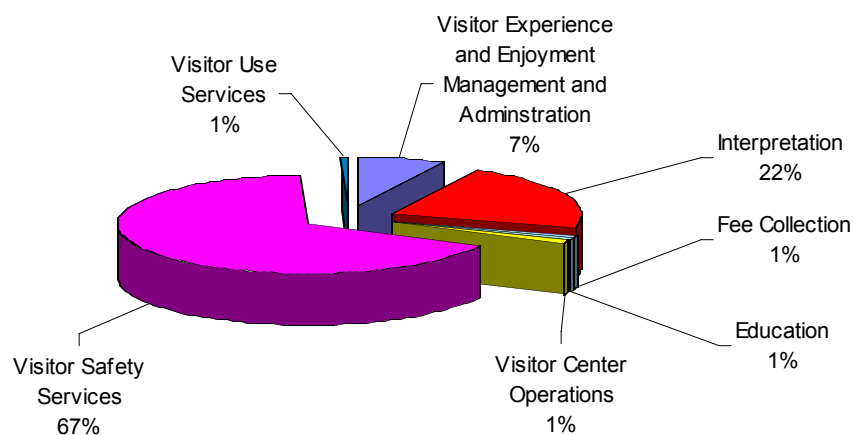
Five additional FTEs are needed in the Visitor Safety Services program to staff the patrol operation with two rangers during all shifts, and one FTE is needed to provide continuity of criminal investigations to increase case clearance and improve visitor safety.

Functional Needs-Interpretation

Additional staffing of six FTEs is needed to produce a park-wide interpretive program that will meet the needs of the public throughout the year and will help visitors understand the impact Valley Forge had on the outcome of the American Revolution. Currently, only the Visitor Center and Washington's Headquarters are open throughout the year. Increased staffing would allow visitors to learn more about the Valley Forge encampment, no matter what time of the year they visit. This expanded program would allow them to visit additional sites such as Muhlenberg's Brigade, Artillery Park, Varnum's Quarters, and the Dewees House, where interpretive programs could enhance their understanding through varied interpretive techniques.

Available in 2000		Total Required		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
27.8	\$ 2,303,053	42.8	\$ 3,131,146	15.0	\$ 828,093

FY 2000 Visitor Experience and Enjoyment Expenditures



Facility Operations

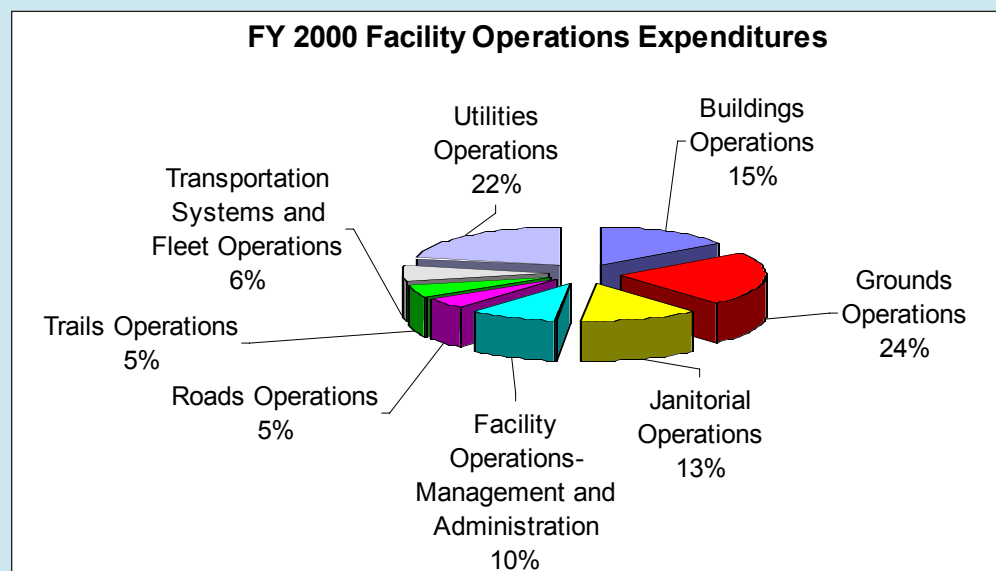
Valley Forge's 3,466 acres include 196 historic structures, (shich include buildings, ruins, earthworks, and monuments), Many contemporary structures, 21 miles of authorized trails, 41 miles roads, and three picnic areas. Operating the park's facilities and infrastructure requires a daily presence and a significant amount of personnel and resources.

Facility Operations is defined as those activities that must be undertaken on a regular basis to ensure the smooth operation of park facilities. This includes operations for buildings, grounds, waste management, roads, trails, transportation systems, utilities, and the management and administration of these operational activities. Operating the facilities of Valley Forge National Historic Park requires special expertise due to the numerous historical structures and vast cultural landscapes.

Functional Needs-Grounds Operations

As the pie chart below shows, nearly a quarter of the Facility Operations budget for FY 2000 was spent on grounds operations. Grounds operations in Valley Forge consists of three main types of activities: integrated pest management of managed areas, mowing of public areas, and other grounds operations (snow and ice removal, landscaping and tree management, and picnic area operations). Although nearly \$220,000 was spent on these operations, this

Available in 2000		Total Required		Shortfall	
FTE	Total Funds	FTE	Total Funds	FTE	Total Funds
14.0	\$ 929,871	21.5	\$ 1,285,741	7.5	\$ 355,870



amount was insufficient to achieve specified standards. An additional 0.5 FTE would help the park meet its standard of mowing public-use areas on a bi-weekly basis.

In addition, one FTE is needed to perform other grounds operations. With over 1200 acres of woodland in the park, hazardous tree and limb removal, especially following bad weather conditions, requires a significant amount of time and personnel. This work is necessary not only for visitor enjoyment of the park, but also for visitor and employee safety.

Facility Operations (continued)

Functional Needs-Utility Operations

Utilities operations was the second largest expenditure for facility operations last year. The driver for this program was energy and utilities costs as they accounted for almost 75% of the utilities operations costs. Historical buildings comprise a large percentage of park structures, and these buildings are not well insulated; many park buildings have stone walls that absorb heat during the summer and retain cold in the winter, making temperature and humidity control difficult. Non-historical buildings, even with thermapane windows and insulated walls, are also non-energy efficient. These buildings were constructed with all electric appliances and systems rather than gas ones. Thus, energy costs will continue to account for a large portion of facility operations expenses.

Functional Issues

Within park boundaries, there are several buildings that serve as office space for employees that provide services for many national parks in the region, specifically the Telecommunications Division and the Center for Cultural Resources. Though the salaries budgeted for these divisions are not included in the total Valley Forge budget in this business plan (unless the work is for Valley Forge), Valley Forge resources are still expended to provide operational support. For example, the utility costs of operating those buildings is paid for by the Valley Forge Maintenance Division.

Snow and Ice Removal

Valley Forge NHP receives an annual snowfall averaging 40" with heavier years totaling over 4 feet. Along with the snow storms there are usually three or four ice storms to contend with. Snow removal and ice control is concentrated on 29.56 lane miles of roads, 19 public-use and employee parking lots-including sidewalks, 28 park quarter's driveways, and a 6-mile multi-use path. During emergencies the park road crew may be needed to assist the Pennsylvania Department of Transportation on state-owned roads throughout the park.

A crew is usually available and may be called out at any time to treat roads, sometimes for as little as a dusting of snow due to icing conditions. This work is necessary to provide a safe and enjoyable experience for the park visitor and a safe working environment for employees, as well as to protect park structures.



Mowing

With over 1,500 acres of open fields and 200 acres of public-use lawns to maintain, keeping up with mowing has been difficult for the park. Park staff perform mowing activities in both public-use areas and the fields of Valley Forge NHP. Prior to 1992, mowing of both these types of areas was performed continuously from April through November. That year, approximately 700 acres of fields were allowed to grow into tall grass meadows to resemble a historic pattern of 18th century agricultural landscape. This tall grass meadows program was expanded by 170 acres of fields in the summer of 2000 due to multiple breakdowns of the aging fleet of tractors and mowers and an insufficient staff to mow large areas of lawn. The meadows are now mowed once per year. Public-use area mowing continues to be a struggle as there are an insufficient number of staff to meet the standard of bi-weekly mowing.

Maintenance

While Facilities Operations activities ensure that Valley Forge facilities run smoothly day to day, maintenance activities are performed to prolong the life of park assets and investments such as buildings, roads, trails, equipment, and utility systems. Activities within this area include construction, installation, or repairs of major assets and resources. Examples include installation of new roofs, heavy grading and crack-sealing of roads, overhauls of vehicle engines, gravel stabilization of trails, and repair of mechanical and electrical pumps and motors. Maintenance activities at Valley Forge are especially complicated due to the historical nature of many of the park structures.

Valley Forge currently has a backlog of needed maintenance projects including roofing, utilities repair and replacement both overhead and underground, roads maintenance, trails maintenance, exterior building painting, and interior building work such as lead based paint removal and repainting, reflooring, and other indoor repairs.



Repairs are made to the sidewalk in front of the Daughters of the Revolution Monument.

Vehicle Replacements

Although the majority of the 51 park vehicles (sedans, trucks, cargo vans, SUVs, and minivans) are driven within park boundaries and the average mileage driven per year is low (~ 3,000), a vehicle replacement program is necessary. The average age of park vehicles is 12 years. Even with maintenance repairs, many of the vehicles are unsafe to drive, some due to recurring body rust and holes and others due to lack of safety standards such as third brake lights and crumple zones. As a recent fleet study indicates, with costs increasing for maintenance of these aging vehicles, the recommended action is gradual and continual replacement of the park fleet, but carving out sufficient funds each year from the park budget will further erode park operations. Thus, the park is reducing the number of vehicles as a cost-savings measure.



Unsafe and worn out vehicles awaiting disposal.

Maintenance (continued)

Functional Needs-Buildings Maintenance

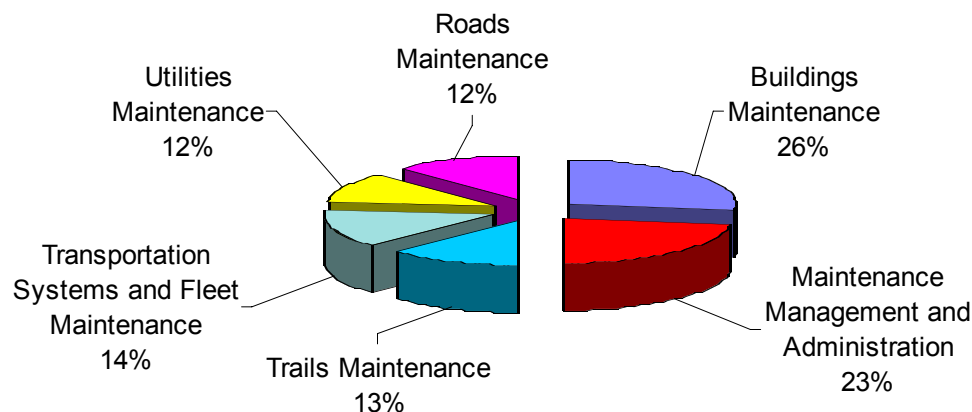
As shown in the chart below, Buildings Maintenance activities accounted for slightly over one quarter of the FY 2000 Maintenance expenditures. The buildings maintenance in this functional area refers to maintenance on non-historic park structures and all park employee housing. All non-housing, historic structures are covered in the Resource Protection functional area as they are considered cultural resources. An additional 1.15 FTE are needed to perform maintenance activities such as exterior surface preparation and painting, appliance repairs and replacement, drainage repairs, and siding replacement.

Available in 2000		Total Required		Shortfall	
FTE	Total Funds	FTE	Total Funds	FTE	Total Funds
7.2	\$ 512,035	10.6	\$ 678,893	3.4	\$ 166,858

Functional Needs-Trails Maintenance

There are 21 miles of hiking trails within the park. Currently, little to no regular trails maintenance work is performed in Valley Forge due to lack of staff; only emergency maintenance is performed. With increasing strain on the trails by recreational visitors, additional staff is necessary. The park requires an additional 1.5 FTE to replace and repair worn, aged, and damaged trails. These park staff would also eliminate all unauthorized trails.

FY 2000 Maintenance Expenditures



Functional Needs-Roads Maintenance

An additional 0.5 FTE is needed for roads maintenance as high traffic volume is a strain on the roads. The additional staff would perform such maintenance work as grading, fog line painting, and crack sealing of roads within the park.

Management and Administration

The senior management team at Valley Forge National Historical Park is dedicated to providing sound leadership in maintaining the park to exemplary standards. The team defines overall park direction by integrating the needs of park visitors and the interests of adjacent communities and constituency groups with National Park Service policies. Accomplishing the park's stewardship mission will require a change to current management methodology by adopting a proactive outreach approach with local municipalities and partnerships.

To that end, there is an effort underway to properly preserve Valley Forge's fine American Revolution collections and provide quality programming for visitors. The need for an adequate visitor center and museum facility must be addressed. The current facility was inherited from the state park, and has not met the park's need in nearly 20 years.

In 1999, Congress authorized a public/private partnership between the NPS and the Valley Forge Historical Society, which created the National Center for the American Revolution. This newly created entity will properly unite and care for the outstanding collections of the NPS and the Historical Society while greatly enhancing the visitor experience in the park. The partnership will:

- Develop an interactive museum/Visitor Center for the park to tell the story of the American Revolution
- Provide state of the art collections management and storage for a premier collection of American Revolution artifacts
- Enhance our ability to engage visitors in a compelling and comprehensive way in the stories of the American Revolution and the entire 3,466 acre site
- Create linkages with American Revolution sites and institutions to expand educational opportunities both on site and through use of the World Wide Web
- Seek greater and alternative funding strategies together to continue to improve programs, care for collections and structures, and provide educational opportunities

Administratively, many programs are necessary to support park operations, including financial management, personnel, contracting and procurement, property management, parkwide communication systems which includes a 24/7/365 dispatch operation, and parkwide and employee safety.

Creating Strong Partnerships

Working with partners is important to the success of managing Valley Forge National Historical Park. The park is faced with a variety of issues which are not confined within the park's boundaries, such as the consequences of urban sprawl, declining budgets, increasing use demands, and other resource management concerns. Joining with others in state and local government, educational institutions, and the local business community to collectively address these needs is the most effective approach. As a regional entity with national significance, Valley Forge NHP is looking to preserve the park while working with community leaders to accomplish the following:

- Preserve significant collections of American Revolution objects and papers
- Enhance and broaden the services and facilities available to visitors
- Ease traffic congestion
- Improve water quality in both the Schuylkill River and Valley Creek watersheds.

Through joint efforts, positive actions by both the park and the local community can be successful in accomplishing these goals.

Management and Administration

As shown in the chart below, FY 2000 expenditures were almost evenly distributed between the General Management and the General Administration programs with 30% and 26% of the functional area's \$1.14 million expenditures, respectively. The Communications program is a close third because of the expense of the 24/7/365 dispatch operation.

Available in 2000		Total Required		Shortfall	
FTE	Total Funds	FTE	Total Funds	FTE	Total Funds
18.9	\$1,144,466	22.9	\$1,528,899	4.0	\$384,433

Functional Needs-External Affairs

Within the Management and Administration functional area, the program with the greatest need is External Affairs. Because of the increased emphasis on public affairs, an additional FTE is required to coordinate with the local community, government agencies, other non-profit organizations, and the leaders in the adjacent municipalities.

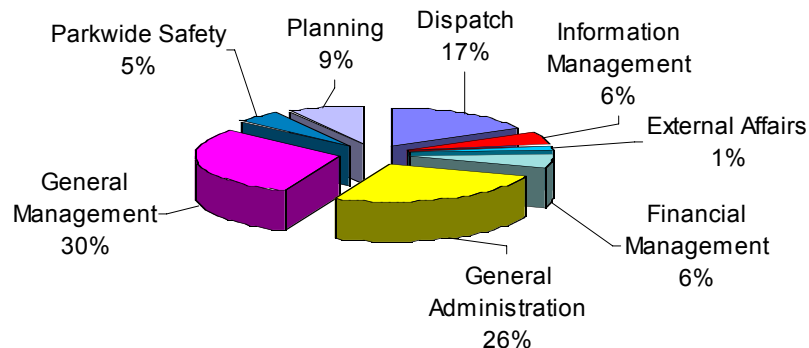
Functional Needs-Communications

The Communications program, which is made up of the information technology and dispatch sub-programs, is also in need of additional resources. Currently, the emergency dispatch center is understaffed, requiring the use of park rangers to fill in when dispatch personnel are on leave, sick, or in training. Not only is this an expensive way

to provide services, but it also reduces the number of trained, professional protection rangers in the field providing emergency services to the public.

With an additional 0.5 FTE in the information management sub-program, complex park communication issues such as the enhancement and maintenance of Valley Forge NHP's intra- and Internet sites, can be more effectively addressed.

FY 2000 Management and Administration Expenditures



Successes:

Archaeologists and volunteers study a brigade encampment at Wayne's Woods.

Archaeological Dig

In the past two years, over 160 volunteers and students have participated in the archaeological dig in the well-preserved Pennsylvania Brigade area of the park. This dig, partially funded by Log Cabin Syrup through the National Park Foundation, has revealed new evidence on how the Army organized its daily existence during the winter of 1777/78. Researchers have been able to identify a full range of activities within a brigade encampment, from the forward defensive entrenchments, through the enlisted men's and officers' hut areas, to the support area in the rear. In addition, previously unstudied features such as hardened paths, camp kitchens, trash pits, and outdoor processing areas have been explored to further understand the layout of the camp.

Challenges:**ARPA Violations**

The urban setting of Valley Forge has long been a magnet for artifact collectors. In the early 1970's, when Valley Forge was a state park, metal detecting and collecting were allowed with a permit issued by the Commonwealth. However, in 1979, Congress passed the Archaeological Resources Protection Act (ARPA) to alleviate the loss and destruction of irreplaceable archaeological resources resulting from excavations and pillage.

Although Federal lands now enjoy the protection of ARPA, this has not deterred collectors and relic hunters. Recently, two ARPA violations were investigated at the park. Publicity about the archaeological excavations at Wayne's Woods in Valley Forge has conveyed valuable historical information to the public, but at the same time has also provided unauthorized collectors with information to engage in illegal and unauthorized activities, resulting in the loss of irreplaceable American Revolution artifacts and data.

White-tailed Deer in the Park

Like many eastern parks, Valley Forge and its surrounding suburban landscape provide excellent habitat and refuge for native white-tailed deer. Deer no longer have any natural predators, and hunting is neither feasible in such a densely populated area nor permitted by Congressional intent within the park. Browsing by the large deer population discourages growth of all but hardy browse-resistant species, many of which are both invasive and exotic. The deer issue is highly controversial and the park is under a Congressional directive to develop a landscape management plan which addresses deer management at Valley Forge in the context of the cultural landscape. That effort will tier from the park's new General Management Plan, which will establish clear objectives for the park landscape. Public scooping for the GMP will begin in the spring of 2002.

Current Park Issues (continued)

Successes:

Save America's Treasures

The Save America's Treasures program of the National Trust for Historic Preservation has been instrumental in raising funds for the emergency stabilization of historic structures at Valley Forge NHP. Beginning in the Spring of 2001, work began on Lafayette's Quarters. However, stabilization is only the first phase in fully restoring historical structures for public use and interpretation. With this in mind, the program is now beginning to seek support for the final goal of complete restoration. The expanded challenge is to find funds for the restoration effort of park encampment structures, estimated to be \$8,250,000.



The public-private partnership of the Save America's Treasures program made possible the re-roofing of Lafayette's Quarters in FY 2001.

Challenges:

The Discovery of Asbestos

Early in the 1890's, when Valley Forge was a state park, an asbestos manufacturing company owned and leased land within the park for its operations. Over a period of approximately 70 years, waste materials from these operations were disposed of in the park in abandoned limestone quarries and an intermittent stream running adjacent to what is now County Line Road. These disposal operations resulted in the deposition of asbestos in the quarries and soils, along the intermittent stream, and into the groundwater and the Schuylkill River.



In January 1997, while installing a fiber optic cable in the Amphitheater parking lot, a former limestone quarry, the NPS discovered a white clay-like material in the soil. Samples were collected and laboratory tests confirmed the presence of asbestos. In response, the U.S. Environmental Protection Agency and the NPS implemented emergency remedial actions to stabilize the immediate hazard and close the area to the public. Currently, efforts by the Commonwealth and NPS are continuing to investigate the extent of asbestos contamination, develop a remedial action plan, and eventually clean up and restore the site to usable parkland.

Non-Native Species

Control of invasive non-native vegetation is a major part of the natural resource management program at Valley Forge. Each year since 1998, approximately \$20,000 has been spent on this project, which includes base funding a seasonal biological technician. Between one-third and one-half of all vegetation growing in the park is non-native. Non-native vegetation out-competes native vegetation, decreases biodiversity and is incompatible with the historic scene. Similar problems beset parks nationwide. NPS Management Policies (2001) mandate that parks make every effort to control these invasive species.

FY 2000 Financial Summary

The Summary Financial Statement illustrates the overall park financial status: available staffing and funds based on FY 2000 expenditures; required staffing and funds needed to meet operational standards; and the surplus or deficit that exists between them.

	Available FY 2000						Required FY 2001		Surplus/(Deficit)	
	FTE	Base		Reimbursable	Revenue	Total	Total Funds	FTE	FTE	Total Funds
Resource Protection										
Cultural Resource Mgmt.	11.39	\$ 563,447	\$ 217,995	\$ 19,029	\$ 81,182	\$ 881,652	\$ 1,249,735	19.54	(8.15)	\$ (368,082)
Information Integration and Analysis	0.50	\$ 7,631	\$ -	\$ -	\$ 13,125	\$ 20,756	\$ 61,821	1.10	(0.60)	\$ (41,065)
Natural Resources Mgmt.	2.00	\$ 91,536	\$ -	\$ -	\$ -	\$ 91,536	\$ 181,196	2.15	(0.15)	\$ (89,660)
Resources Mgmt. & Admin.	2.20	\$ 120,790	\$ -	\$ -	\$ -	\$ 120,790	\$ 145,561	3.80	(1.60)	\$ (24,771)
<i>Subtotal</i>	<i>16.09</i>	<i>\$ 783,403</i>	<i>\$ 217,995</i>	<i>\$ 19,029</i>	<i>\$ 94,307</i>	<i>\$ 1,114,734</i>	<i>\$ 1,638,313</i>	<i>26.59</i>	<i>(10.50)</i>	<i>\$ (523,579)</i>
Visitor Experience and Enjoyment										
Concessions Management	0.01	\$ 836	\$ -	\$ -	\$ -	\$ 836	\$ 656	0.01	0.00	\$ 180
Cooperating Association Coordination	0.04	\$ 3,343	\$ -	\$ -	\$ -	\$ 3,343	\$ 3,521	0.04	0.00	\$ (178)
Education	0.50	\$ 30,639	\$ -	\$ -	\$ 89	\$ 30,728	\$ 41,595	0.70	(0.20)	\$ (10,868)
Interpretation	8.75	\$ 464,254	\$ -	\$ 1,931	\$ 1,554	\$ 467,740	\$ 852,190	17.25	(8.50)	\$ (384,450)
Fee Collection	0.15	\$ 8,886	\$ -	\$ -	\$ 7,494	\$ 16,381	\$ 16,995	0.15	0.00	\$ (615)
Vee Management and Administration	2.85	\$ 173,781	\$ -	\$ -	\$ -	\$ 173,781	\$ 190,783	2.91	(0.06)	\$ (17,001)
Visitor Center Operations	0.30	\$ 18,801	\$ -	\$ -	\$ -	\$ 18,801	\$ 30,626	0.49	(0.19)	\$ (11,825)
Visitor Safety Services	15.00	\$ 864,053	\$ 711,965	\$ -	\$ -	\$ 1,576,018	\$ 1,977,680	21.00	(6.00)	\$ (401,662)
Visitor Use Services	0.20	\$ 11,937	\$ -	\$ 3,489	\$ -	\$ 15,426	\$ 17,099	0.20	0.00	\$ (1,673)
<i>Subtotal</i>	<i>27.80</i>	<i>\$ 1,576,530</i>	<i>\$ 711,965</i>	<i>\$ 5,420</i>	<i>\$ 9,137</i>	<i>\$ 2,303,053</i>	<i>\$ 3,131,146</i>	<i>42.75</i>	<i>(14.95)</i>	<i>\$ (828,093)</i>

FY2000 Financial Summary continues on next page.

FY 2000 Financial Summary (continued)

	Available FY 2000						Required FY 2001		Surplus/(Deficit)	
	FTE	Base		Reimbursable	Revenue	Total	Total Funds	FTE	FTE	Total Funds
Facility Operations										
Buildings	2.35	\$ 92,607	\$ -	\$ 1,127	\$ 46,100	\$ 139,833	\$ 187,196	3.25	(0.90)	\$ (47,363)
Grounds	4.45	\$ 202,353	\$ -	\$ -	\$ 16,751	\$ 219,104	\$ 301,754	5.95	(1.50)	\$ (82,650)
Janitorial	2.00	\$ 117,345	\$ -	\$ -	\$ 3,142	\$ 120,487	\$ 222,352	4.50	(2.50)	\$ (101,865)
Management and Administration	1.50	\$ 92,387	\$ -	\$ -	\$ -	\$ 92,387	\$ 96,248	1.50	0.00	\$ (3,860)
Roads	0.90	\$ 43,928	\$ -	\$ -	\$ 1,080	\$ 45,008	\$ 64,805	1.40	(0.50)	\$ (19,797)
Trails	0.90	\$ 45,928	\$ -	\$ -	\$ -	\$ 45,928	\$ 111,249	2.40	(1.50)	\$ (65,321)
Transoprtation Sys. and Fleet Operations	0.90	\$ 60,251	\$ -	\$ -	\$ -	\$ 60,251	\$ 66,418	1.03	(0.13)	\$ (6,167)
Utilities	0.98	\$ 164,677	\$ -	\$ 17,332	\$ 24,863	\$ 206,873	\$ 235,720	1.48	(0.50)	\$ (28,847)
<i>Subtotal</i>	<i>13.98</i>	<i>\$ 819,475</i>	<i>\$ -</i>	<i>\$ 18,459</i>	<i>\$ 91,937</i>	<i>\$ 929,872</i>	<i>\$ 1,285,741</i>	<i>21.50</i>	<i>(7.53)</i>	<i>\$ (355,870)</i>
Maintenance										
Buildings	1.89	\$ 80,279	\$ 28,847	\$ -	\$ 30,647	\$ 139,773	\$ 200,670	3.04	(1.15)	\$ (60,897)
Management and Administration	1.80	\$ 115,737	\$ -	\$ -	\$ -	\$ 115,737	\$ 120,235	1.80	0.00	\$ (4,498)
Roads	1.10	\$ 60,738	\$ -	\$ -	\$ -	\$ 60,738	\$ 81,178	1.60	(0.50)	\$ (20,440)
Trails	0.90	\$ 50,369	\$ 9,889	\$ -	\$ 5,287	\$ 65,545	\$ 133,506	2.40	(1.50)	\$ (67,961)
Transoprtations Sys. and Fleet Maint.	0.90	\$ 69,465	\$ -	\$ -	\$ -	\$ 69,465	\$ 75,890	1.03	(0.13)	\$ (6,425)
Utilities	0.63	\$ 40,709	\$ 20,068	\$ -	\$ -	\$ 60,777	\$ 67,415	0.73	(0.10)	\$ (6,637)
<i>Subtotal</i>	<i>7.22</i>	<i>\$ 417,296</i>	<i>\$ 58,804</i>	<i>\$ -</i>	<i>\$ 35,934</i>	<i>\$ 512,035</i>	<i>\$ 678,893</i>	<i>10.59</i>	<i>(3.38)</i>	<i>\$ (166,858)</i>
Management and Administration										
Communications	6.30	\$ 261,548	\$ -	\$ -	\$ -	\$ 261,548	\$ 338,457	7.80	(1.50)	\$ (76,909)
External Affairs	0.50	\$ 14,385	\$ -	\$ -	\$ -	\$ 14,385	\$ 73,252	1.40	(0.90)	\$ (58,867)
Financial Management	1.20	\$ 69,473	\$ -	\$ -	\$ -	\$ 69,473	\$ 71,379	1.20	0.00	\$ (1,905)
General Administration	4.80	\$ 293,166	\$ 4,000	\$ -	\$ -	\$ 297,166	\$ 328,557	5.30	(0.50)	\$ (31,391)
General Management	4.98	\$ 344,739	\$ -	\$ -	\$ -	\$ 344,739	\$ 447,278	4.50	0.48	\$ (102,539)
Parkwide Safety	0.90	\$ 57,703	\$ -	\$ -	\$ -	\$ 57,703	\$ 59,901	0.90	0.00	\$ (2,198)
Planning	0.20	\$ 14,452	\$ 85,000	\$ -	\$ -	\$ 99,452	\$ 210,075	1.80	(1.60)	\$ (110,624)
<i>Subtotal</i>	<i>18.88</i>	<i>\$ 1,055,466</i>	<i>\$ 89,000</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ 1,144,466</i>	<i>\$ 1,528,899</i>	<i>22.90</i>	<i>(4.02)</i>	<i>\$ (384,433)</i>
FY2000 Total Expenditures	83.96	\$ 4,652,171	\$ 1,077,765	\$ 42,908	\$ 231,316	\$ 6,004,160	\$ 8,262,992	124.33	(40.37)	\$ (2,258,833)

FY 2000 financial summary notes on next page.

- This financial statement has been prepared from the books and records of the National Park Service in accordance with NPS accounting policies. The resources available reflect the total operations and maintenance costs incurred by the park during fiscal year 2000. The resources required are intended to represent the funding needed to operate the park while fully meeting park defined operational standards. Program requirements are presented as a 5-year planning tool based on fiscal year 2001 salary and wage tables; inflating non-labor operating costs using the Congressional Budget Office's fiscal year 2001 inflation estimate of 2.8%; and the park resource inventories and infrastructure as of August, 2001. Changes resulting from one-time projects and capital improvements (e.g., investments) will have a resulting impact on the operational requirements presented.
- The required salary includes extra pay given as compensation for night, holiday, and weekend work. The required pay, therefore, is the base amount for a given wage increased by the percentage of extra pay in FY 2000. This percentage was obtained using the Personal Services Report Account Summary (Dollar Amounts).
- The total park budget for FY 2000 includes all funds (base, project, reimbursable, and revenue fund sources). The total amount in the summary financial statement (\$6,004,160) does not equal the total park expenditures of \$6,437,639 as reflected from the park's accounts due to the following items: Regional Telecommunications, Regional Center for Cultural Resources, and Regional Assessments. Regional Telecommunications and Regional Center for Cultural Resources are support functions for the Northeast Region national parks, but these costs are paid from the Valley Forge park budget. Assessments are centralized services at the regional level to cover services benefiting park employees and programs. The total park budget for FY 2000 does not include the value of volunteer hours. Park volunteers performed 20,363 hours of work, at a value of \$301,983 in FY 2000.
- Valley Forge received a base increase in FY 2001 in the amount of \$538,000, which covered several of the positions identified as needs in FY 2000: the Park Planner, the Deputy Superintendent's salary, the Mason, and the Painter. Therefore, the FY2001 shortfall is \$1,720,833 rather than \$2,258,833 as indicated on the FY 2000 Summary Financial Sheet.
- All unfunded positions were calculated using an average salary of the required position level (step 4).
- Government Performance and Result Act (GPRA) goals were taken into consideration when allocating expenditures to programs, and a more detailed GPRA analysis can be found in the supporting documentation.

Functional Priorities

Throughout the business plan, funding shortfalls have been identified that prevent Valley Forge NHP from achieving the operational standards for each functional area. The senior management team determined the park's ten greatest functional shortfalls based on the importance of the currently unmet standards. The functional priorities listed below include personnel and non-labor costs (such as materials and equipment) associated with these needs.

These functional priorities, and the operational requirements they would achieve, are described below by functional area:

Resource Protection

- Enhance historical architectural services to properly care for historical structures and cultural landscapes, and to facilitate research and on-sight investigation of resources.
- Improve geographic information system expertise to enable the park to understand its resources and use the information to improve decisions.
- Reduce the backlog of cultural resource maintenance projects, including repairs and replacements of appliances and materials for many of the park buildings.

Visitor Experience and Enjoyment

- Expand the visitor experience with additional interpretive resources for attractions such as Washington's Headquarters, Varnum's Quarters, DeWees, Artillery Park, Muhlenberg's Brigade, and the Nature Center.
- Enhance law enforcement for visitor protection and safety with a year-round, 24 hour a day patrol operation with at least two rangers on each shift.

Facility Operations

- Monitor utility systems operations and handle daily trouble calls to meet the requirement by the state of Pennsylvania and the U.S. Environmental Protection Agency to undergo daily monitoring of the public water system.

Maintenance

- Perform regular backcountry trail maintenance to maintain and operate Valley Forge's backcountry trails for visitor use and safety, and for natural resource preservation.

Management and Administration

- Implement an effective public affairs program to concentrate on the increased emphasis on external stakeholder coordination.
- Concentrate on more complex information management issues, and improve the maintenance and upkeep of the park's Internet and intranet sites.
- Prepare more contracts in-house as opposed to sending them to the regional office.

Unfunded Investment Needs

The senior management team of Valley Forge NHP has prioritized the specialized project backlog, with its many millions of dollars worth of unfunded proposals, to highlight the top ten most needed investments. Funding requirements for these projects have been determined by PMIS* project costs, and recent studies undertaken to analyze rehabilitation costs for historic structures. The total cost of the unfunded investment needs listed below is \$18,619,700.

Preserve Encampment Buildings and Structures** **\$13,040,850**

The rehabilitation and restoration of the historical buildings and structures that were present during the 1777/78 encampment include Lord Stirling's Quarters, Issac Potts' House (Washington's Headquarters), Maurice Stephens' House (Varnum's Quarters), the Philander Knox Estate, and Lafayette's Quarters.

Treat Historic Buildings for Hazardous Materials **\$1,108,000**

Asbestos and lead paint have been discovered in many of the park's historic buildings. Funding is needed to abate the hazardous material and restore the structures according to architectural guidelines.

Preserve Resources and Provide Limited Development--Walnut Hill** **\$2,500,000**

The north side of the park encompasses multiple structures and sites used during the Revolutionary Army's encampment. The costs of stabilizing buildings and related improvements were estimated during a Development Concept Planning process in 1994, but still remain to be funded.

Conduct Research **\$406,500**

The story of the encampment at Valley Forge does not begin or end with General Washington. Women, minorities, and both physical and natural resources played significant roles during the encampment. This funding would facilitate focused research to be conducted on these topics to allow us to improve our understanding, preservation, and interpretation of park resources.



The Mansion at Walnut Hill is in grave need of repair.

**Project Management Information System-National Park Service database to submit investment project funding requests*

***The park will require additional operational resources to maintain these structures after this investment need is met.*

Unfunded Investment Needs (continued)

Care for Collections

\$468,000

Valley Forge's museum and library collections together constitute one of the most significant American Revolution collections. Proper care includes accurate cataloguing, conservation of, and valuation of the individual objects. The largest percentage of this investment need is for General George Washington's marquee tent, which is property of the Valley Forge Historical Society, but on loan to the NPS. The care for the marquee tent can possibly be funded in the future by the partnership between Valley Forge NHP and the National Center for American Revolution.

Preserve Monuments, Earthworks, Ruins, and Walls **\$133,750**

Various resources related to both the encampment period and successive layers of use and commemoration need assessment and treatment. Funds are needed to determine the appropriate preservation treatment and carry out the preservation work.

Improve Interpretive Media **\$350,600**

The visitor experience at Valley Forge NHP is dependent on the quality of interpretive materials. The visitor orientation film is outdated, and interpretive structures throughout the park are not in the appropriate condition to illustrate the park message.



Reconstructed huts are used to give the visitor a feeling for living conditions during the encampment.

Miscellaneous

\$612,000

Fence Hazardous Abandoned Quarries and Unsafe Structures

\$515,200

Repair and Maintain 5 Foot Bridges

\$46,800

Rehabilitate Trails

\$50,000

Potential Financial Opportunities

There are many ways to address the park's current and future financial needs, some more feasible than others. Two promising areas for further investigation are in the areas of partnerships and park fees. The following potential opportunities are presented with full recognition that significant research, planning, and public involvement may be necessary prior to any implementation decision.

Partnerships

1. Fully Implement Partnership With The National Center For The American Revolution: In addition to developing a new Visitor Center and museum, the partnership with the National Center for the American Revolution can provide quality educational experiences while generating revenue for the park. Some possibilities include:
 - Increasing visitation* and revenue through a national marketing campaign
 - Promoting the center as a forum for on-site and technology-based distance educational programming about the American Revolution
 - Offering memberships which provide additional benefits at other cultural and retail venues, similar to those given by other museums, public broadcasting stations, and other cultural institutions
 - Developing and marketing a line of high-quality merchandise that capitalizes on the park and the Center "brand," uses strong visual images, and is evocative of the park's sense of place
2. Pursue Alternative Funding Sources: The park and its partners can collaborate in seeking and applying for grants and alternative funding, such as philanthropic foundations, federal programs, state and local grant sources, etc. Successful experiences will generate increased opportunities to attract additional groups who will bring their own resources and want to partner with us.
3. Enhance The Volunteer Program: Valley Forge NHP benefited from over 20,300 hours of volunteer work in 2000. With greater recruiting and organizational efforts by a park partner, the park could widen the scope of volunteer involvement, attract more volunteers, and target their efforts to the park's greatest needs. The partner could benefit from new and/or improved relationships with these volunteers, leading to broader constituencies and closer links with neighboring communities.
4. Alternative Futures For Historic Buildings: Some park buildings, although historic, are not suited for public use. Opportunities exist to nonetheless use these buildings for public benefit. Buildings could be leased or assigned to organizations whose activities complement the park mission. These organizations would, in return, assume responsibility for rehabilitation and/or upkeep of the property to NPS standards.

*In a national travel survey by the Travel Industry Association in August 1998, it was observed that 46% of the 199.8 million U.S. adult travelers in 1998 included a cultural, arts, heritage, or historic activity while on a trip of 50 miles or more, one-way. Visiting a historic site such as a historic community or building was the most popular cultural activity among travelers (31 percent), followed by visiting a museum (24 percent), visiting an art gallery (15 percent) and seeing live theater (14 percent).

Potential Financial Opportunities

Fee Structure

Valley Forge National Historical Park's current fee structure consists of a daily admission pass to visit Washington's Headquarters, sales of federal recreational passes*, special use permit (SUP) fees, and fines for traffic violations. The money that the park receives from fee collection and its ability to use these funds varies by fee type. Standard practice allows special use fees to be expended in the same year, but daily admission fees must be spent in the following year.

The table indicates that Valley Forge is permitted to expend approximately \$60,000 of the total FY2000 fees (\$142,560) in FY 2001. The estimated cost of operating daily admission fee collection is \$40,700, and the administration of the special use program is estimated to be \$17,099** for a total FY2001 cost of \$57,800. Therefore, money available to the park, above the cost of operations, is \$2,200, a mere 1.5% of the total amount of fees collected on park property.

Fee	% expended in park	Amount collected
Daily Admission ('00)	80%	\$69,440
SUPs (annual avg)	100%	~\$4,500
Violation Fines ('00)	0%	\$68,620
Total	42%	\$142,560

Currently the benefits of the fee structure are minimal, but with additional research and analysis, several possibilities are available to improve upon the fee structure strategy; and, thus, the benefits to the park.

Alternatives

- Offer the visitor a more diverse and valuable experience with staffing of more park sites, as indicated elsewhere in the Business Plan, and increase the fees where appropriate
- Increase the special use permit fees to more fully cover personnel as well as non-personnel costs of administration
- Market an annual recreational "Friend of the Park" pass for a nominal contribution
- Apply a parking fee in appropriate parking lots
- Place donation boxes strategically throughout the park, including in the park library
- Investigate the possibility of keeping violation fines in the park, and/or recouping some costs of law enforcement from violators.
- Investigate the feasibility and appropriateness of renting out some park facilities when not needed for public or administrative use

Changes in the park's fee structure may require legislation. To assure acceptance by the public, it is essential that the NPS involve local communities and other government agencies in the planning process.

*Sales of all federal recreational passes, such as Golden Eagle, are not included in this analysis because of the small average of annual sales.

**As indicated in the Business Plan, Visitor Experience and Enjoyment Functional Area, Visitor Use Services sub-program.

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